

The Plan That Respects The People

City of Damascus Comprehensive Land Use Plan

Mayor Spinnett Working Group
EXHIBIT A

**** When the Comprehensive Plan, Development Code and ancillary documents conflict with the Damascus City Charter, the Charter takes precedent****

Acknowledgements

Thanks to all the current and past community members, City Councilors, City Committees, consultants, and staff that have contributed to the development of *this Plan*.

<u>Mayor Steve Spinnett's Comprehensive Plan Work Group</u>	
Steve Spinnett, Mayor Mel O'Brien, City Councilor James Anderson, Planning Commissioner Mark Fitz, Planning Commissioner Tim Whiting Chris Goodell, AICP, LEED ^{AP} , Associate, AKS Engineering & Forestry	
<u>City Council</u> Steve Spinnett, Mayor Randy Shannon, Councilor Mel O'Brien, Councilor Andrew Jackman, Council President Jim De Young, Councilor Bill Wehr, Councilor	
<u>City Committees 2006 - 2013</u>	
Committee for Citizen Involvement Community Coordinating Committee Comprehensive Plan Technical Advisory Committee Development Code Topic Specific Team Natural Features Topic Specific Team Phases 1 and 2	Planning Commission Public Facilities Plan Project Advisory Committee Transportation System Plan Citizen Advisory Committee Transportation System Plan Technical Advisory Committee

<p><u>Partner Agencies</u></p> <p>CH2MHill Clackamas County City of Gresham Clackamas Basin Watershed Council Oregon Department of Transportation Metro Tri-Met City of Happy Valley Department of Land Conservation and Development Department of Environmental Quality Oregon Water Resource Department Sunrise Water Authority Boring Water District Boring Fire District Clackamas Fire District #1</p>	<p><u>City Staff</u></p> <p>Matt Zook, Pro Tem City Manager /Finance Director Erika Palmer, Senior Planner Todd Loggan, Marketing and Public Relations Director Lisa Gibson, Administrative Specialist III Nathan Koetje, Administrative Specialist I/Communication-Public Involvement Assistant</p>
---	--

Comprehensive Plan

Introduction

Purpose of This Plan

Page 5

Page 5

Forward

Our Core Values

How to Use This Plan

Page 5

Page 7

Page 7

CHAPTER 1 | CREATING COMMUNITY

Page 9

Section One: Community Engagement

Page 9

Our Community Goal

Page 9

Overview

Page 9

Community Engagement Policies

Page 9

CHAPTER 2 | A HEALTHY COMMUNITY

Page 12

Section One: Housing

Page 12

Our Community Goal

Page 12

Overview

Page 12

People

Page 12

Types of Housing & Affordability

Page 13

Existing and Needed Lands

Page 14

Housing Policies

Page 15

Section Two: Economic Development

Page 15

Our Community Goal

Page 15

Overview

Page 15

Regional Employment Trends

Page 15

Potential Strategies for Economic Development

Page 16

Economic Development Policies

Page 17

Section Three: Public Parks & Open Space

Page 20

Our Community Goal

Page 20

Overview

Page 20

Parks Inventory

Page 20

Parks Needs and Standards

Page 21

Public Parks & Open Space Policies

Page 22

Section Four: Land Use & Community Design	Page 23
Overview	Page 23
The Comprehensive Plan, Comprehensive Plan Map, Community Development Code and Zoning Map	Page 23
Land Use and Community Design Policies	Page 26

CHAPTER 3 | INFRASTRUCTURE **Page 28**

Section One: Public Facilities	Page 28
Our Community Goal	Page 28
Overview	Page 28
General Public Facilities	Page 28
Public Facilities Policies	Page 30

Section Two: Transportation	Page 31
Our Community Goal	Page 31
Overview	Page 31
Transportation Policies	Page 32

CHAPTER 4 | STEWARDSHIP OF OUR ENVIRONMENT **Page 34**

Our Community Goal	Page 34
Natural Resources	Page 34
Natural Hazards	Page 34
The Natural Resources and Natural Hazards Inventory	Page 34
Protect Water Features and Habitat Policies (Metro Title 3 and 13)	Page 35
Air and Water Quality	Page 36
Natural Features Policies	Page 38

CHAPTER 5 | MANAGING THE PLAN **Page 40**

Our Community Goals	Page 40
Why is this Important	Page 40
How will the City grow over time?	Page 40
A Partner within the Region	Page 41
Damascus Development Code	Page 41
Updating the Plan	Page 41
Periodic Review	Page 42
Post Acknowledgement Plan Amendment (PAPA)	Page 42
Managing the Comprehensive Plan Policies	Page 42

Plan Introduction

Damascus is a very special place that is entering into a period of transformation from a rural residential and agricultural area into a more urban city. As Damascus grows, upholding the social, environmental, and economic rural fabric of the community will be both a challenge and opportunity. Damascans value the rural character of this community. *This Plan* is a culmination of community engagement efforts led by neighbors who have volunteered their time to host coffee klatches and summer socials in their living rooms and backyards; preparing welcoming town halls; serving on committees, and council to discuss and create the vision for a complete community where people can live, work, play, shop and learn.

The Purpose of this Plan

The purpose of this Comprehensive Plan is to provide an overall guide for future growth and development in the City. *The Plan*, will manage population growth, job growth, and public investments in infrastructure — such as our sidewalks, parks, drinking water systems, and stormwater systems — over the next 20 years in ways that will make Damascus a community where people can live, work, play, shop, and learn. It establishes a framework to help residents and businesses achieve common desires for the community. *The Plan* provides direction to conserve natural resources and embrace new opportunities for innovation, economic growth, and overall health and well-being. *The Plan* does this by serving as a guide for determining how to approve projects.

The Comprehensive Plan does this by:

- Mapping the location of residential, employment, commercial uses, and anticipated public investments.
- Identifying a list of capital projects and programs to invest in over the next 20 years.
- Guiding the location and character of private and public development
- Creating a framework for community processes needed to make land use and investment decisions.

As part of the community dialogue, Damascans identified several principles for guiding future growth. These principles, or Core Values, were refined and adopted by City Council in 2012. These Core Values are the foundation for developing the City's Comprehensive Plan.

Forward

The purpose of this "Forward" is to provide to the public the tone and the general desires that came as a result of the process that developed our City's core values

statement, our Comprehensive Plan, the Development Code and other ancillary documents.

Metro, the regional government for this area, requires a minimum residential density. In order to satisfy these demands, while still retaining the rural character of the community, we have established a **voluntary** program to allow property owners to purchase the development rights from those lands that are constrained by conservation.

We value the rural character of Damascus, which is retained and integrated with urban development as growth occurs.

We maintain rural character by:

Protecting our established large lot neighborhoods with legacy zoning.

Respecting and encouraging urban agriculture.

We value our existing farms, and will provide creative opportunities to those farmers who wish to continue to farm, by allowing farm stands, farm to table restaurants. We want to allow our farmers to continue to farm, on all or a portion of their property, **at their choosing**.

We value the wise stewardship of natural areas and resources for current and future generations. To satisfy this value, we will follow all federal, state, and regional requirements for protecting the environment.

We value and respect the rights of all private property owners to use their private property. We understand that a land use system that discourages the use of private property is harmful to the economy and well-being of our community. We also understand, as a community, it is in our best interest to minimize negative development impacts to adjacent or "down-stream" properties.

We value open spaces and places for Damascus residents to recreate and enjoy our City's natural beauty. To satisfy this value, we will dedicate a portion of our City reserve funds to acquire land from willing property owners to establish public parks. We will also establish a system development charge for developers seeking multi-unit subdivisions, dedicated to the acquisition and maintenance of our publicly owned City parks.

We will also allow those developing subdivisions with higher densities to choose between the parks system development charge or dedicating some of their land to open spaces.

All of the Goals and Policies of the Comprehensive Plan and the provisions of the Development Code derive from these Core Values.

Our Core Values Are...

WELL DESIGNED COMMUNITIES

We value attractive, vibrant and sustainable communities developed in an environmentally responsible manner and where people have the opportunity to live, work, play, shop and learn. In these communities, we value:

An efficient, safe, convenient, and financially feasible system of transportation with choices for all users

A diverse range of new business and the expansion of existing businesses

The sense of community created by providing places for people to gather, to participate in caring for the community, and to celebrate Damascus

RURAL CHARACTER

We value the rural character of Damascus, which is retained and integrated with urban development as growth occurs.

ENVIRONMENTAL STEWARDSHIP

We value the wise stewardship of natural areas and resources for current and future generations.

ECONOMIC FAIRNESS

We value respecting the rights of all private property owners while working to achieve the long-term vision for the community.

Adopted by Resolution 12-304: May 7, 2012

How to Use This Plan

This Plan together with its supporting documents, serves as the City's official land use policy statement. It establishes broad City goals and specific policies and implementation strategies that will achieve these goals. The goals and policies, describe in words, Damascans' long term aspirations about future growth and development in the City. Throughout this document, you will see the following three terms:

Goal: A goal represents the long-term end point, or ultimate outcome that the City hopes to achieve. It provides a general statement describing what Damascans' desire and describes the conditions that will result if all plan purposes are realized.

Policy: Policies state the specific means, methods, and courses of action that the City of Damascus will use to carry out and achieve the goals. The policies in

this document begin with an active verb. The most common verbs are the following:

- Improve or Enhance: Improve current situation; increase; expand
- Establish or Create: Create things that are not there at all
- Encourage: Promote, to foster something that someone or a program is doing or could do
- Protect or Maintain: Keep what you have, conserve, maintain; preserve
- Reduce: Have less of something than in the current situation
- Consider: Think about, take into account

Implementation Strategy: Implementation strategies identify the specific documents, tools, or actions that will implement a policy.

The technical information that supports and implements the goals and policies are located in the appendices. The technical studies, maps, codes, master plans and other documents provide specific details on how the goals and policies will be implemented.

CHAPTER 1 | CREATING COMMUNITY

SECTION ONE: COMMUNITY ENGAGEMENT

Our Community Goal

“Damascus is to provide the opportunities and encouragement for people to be actively engaged in civic affairs in the community.”

Overview

Damascus area residents initiated a grass-roots movement to incorporate as a City. The tradition of public involvement continued after the 2004 incorporation, with residents playing a vital role in the planning process. Residents’ involvement will continue to play a pivotal role in shaping the City’s future as it strives to remain an attractive, vibrant, and sustainable community where people have the opportunity to live, work, play, shop, and learn. In order to retain these values and ensure active and meaningful communication, the City has prepared a Citizen Engagement Program based on the following goal and policies:

Community Engagement Policies

Policy 1: Ensure information is available to citizens about: policies, land use decisions, meetings, City-sponsored events and volunteer opportunities through a variety of methods and make information easy to understand.

Implementation Strategies:

- Post the schedules of meetings, opportunities for participation, and meeting summaries and minutes of the Planning Commission and City Council on the City web site and at City Hall. Pertinent information regarding these meetings will also be included in the *Damascus City News*.
- Provide copies of agendas, staff reports, and other pertinent materials on the City web site and at City Hall for public review.
- Distribute public information to the media or others upon request (public notices in local newspapers).
- Make technical studies and other information used in the decision-making process available for public review. Describe how input will be used and provide a summary of information received.

- Maintain an information center at City Hall and provide staff to answer questions.

Policy 2: Encourage a variety of methods of engaging the public about policy and planning activities and seek assistance and advice of citizens affected by, or with an interest in, proposed policies and planning issues.

Implementation Strategy:

- The City will utilize the following public outreach tools as appropriate: e-mail, mailers, meeting notifications through local media sources and City web site, phone calls, surveys, focus groups, and hosting meetings at the neighborhood and other City wide levels as appropriate.

Policy 3: Establish a committee to gather community input and feedback when appropriate.

Implementation Strategy:

- When establishing committees, the City shall:
- Clearly define the task or role of the committee or group, including the authority of the committee to provide the City with recommendations independent from the City staff.
- Assure that City staff provides adequate support within agreed staffing and budget priorities.
- Require a summary of committee meetings to be prepared and drafts of recommendations distributed and posted to the web site prior to subsequent meetings.
- Assure the involvement of appropriate agencies and other key stakeholders when warranted.
- Consider geographic representation, diversity of members, and range of interest and opinions. Provide information to participants of committees to ensure that there is a common understanding about the following:
 - ❖ How recommendations are developed.
 - ❖ Opportunities to present minority and individual opinions.
 - ❖ Time commitments necessary to attend meetings and related activities.

Policy 4: Provide participants in land use hearings with a copy of the final decision and findings of fact.

Implementation Strategy:

- Notices will be made by USPS mail. Notice will direct citizens to the City web site where the decision, background information, staff reports, rationale for decisions, and information on appeal procedures can be found.

CHAPTER 2 | A HEALTHY COMMUNITY

SECTION ONE: HOUSING

Our Community Goal

“Damascus strives to establish residential areas that are safe, healthful and attractive places to live, and provides choices and opportunities for people of all income levels and life stages.”

Overview

Our community can help guide the quantity, type, and affordability of its new housing. There are always challenges planning for a variety of housing options in both existing neighborhoods and new residential areas. How to achieve housing options that match the changing demographics and lifestyle of the residents will be a task that we will face. This Chapter provides necessary information to guide housing policies within Damascus.

People

Analyzing population trends is an important part of evaluating Damascus’ current and future housing needs. Projecting the City’s population for a 20-year planning period and knowing the characteristics of that population helps to determine the overall housing need. It also helps answer the question: “How many new housing units will our community need over the next 20 years?” and “How much affordable housing does Damascus need?”

Over the next twenty years an additional 19,000 people may call Damascus home. Table 1 below, presents Metro’s forecast for population growth and new housing development in Damascus for the 2010-2035 planning period. The twenty year planning period shows households (99.6 of households) will be in single family housing types (single-family residential and rural single-family housing types), with 27 households (.4% of households) in multifamily housing types (multifamily residential and multifamily mixed-use housing types). The Damascus City Council accepted the Metro forecast on November 19, 2012, through Resolution No. 12-324.

Table 1: Metro Forecast for Households and Estimate of Population, Damascus City Limit, 2010-2035

Year	Households			Population	
	Single-Family	Multifamily	Total	Average Household Size	Estimated Population
2010	3,322	205	3,527	3.0	10,581
2015	4,646	190	4,836	2.9	14,024
2025	9,087	164	9,251	2.7	24,978
2035	11,700	217	11,917	2.5	29,793
Change 2015 to 2035					
Households	7,054	27	7,081		15,769
Percent	152%	14%	146%		112%
AAGR	4.7%	0.7%	4.6%		3.8%
Change 2010 to 2035					
Households	8,378	12	8,390		19,212
Percent	252%	6%	238%		182%
AAGR	5.2%	0.2%	5.0%		4.2%

Source: City of Damascus Housing Needs Analysis, 2013

Types of Housing & Housing Affordability

The development history in Damascus has resulted in a low-density, rural housing pattern of single-family site-built homes, mobile homes on individual lots and in parks, with a few retail services. There are currently no identified multi-family developments in Damascus with the exception of residential care facilities and mobile home parks in the Carver area. The community has indicated they would like to retain a rural character to the extent possible for providing for projected growth.

Table 1 indicates that Damascus will need 7,081 new dwelling units for the 2015-2035 planning period. Damascus may develop a larger, more diverse business and employment base. With a wider variety of businesses, Damascus will have a wider variety of jobs and income levels. Workers at Damascus businesses will need affordable housing, including more affordable housing types as multifamily housing, single family attached housing, and affordable single family detached housing.

Table 2 shows the needed housing units by density based on the Metro forecast of population growth in Damascus between 2015 and 2035. The forecast shows land need in net and gross acres. *Net acres* refer to the amount of land needed for housing,

not including public infrastructure (e.g., roads) or services (e.g., schools or parks). *Gross acres* refer to the estimated amount of land needed for housing inclusive of public infrastructure and services. The forecast indicates that Damascus will need about 747 net residential acres, or about 876 gross residential acres to accommodate new housing between 2015 and 2035. The forecast results in an average residential density of 9.5 dwelling units per net residential acre and of 8.1 dwelling units per gross residential acre.

Table 2: Forecast of needed housing units by mix and density, Damascus, 2015-2035

Housing Type	Percent	Density (DU/net Res. acre)	New Dwelling Units	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res acre)
Single-family types							
Single-detached	59%	6.4	4,178	653	18%	770	5.4
Manufactured in Parks	1%	7.0	71	10	15%	12	6.1
Subtotal	60%	6.4	4,249	663		782	
Multifamily types							
Multifamily	37%	36.0	2,620	73	10%	80	32.7
Single-family attached	3%	18.0	212	12	15%	14	15.7
Subtotal	40%	33.5	2,832	85		94	30.3
Total	100%	9.5	7,081	747		876	8.1

Source: City of Damascus Housing Needs Analysis, 2013

Existing and Needed Lands

Buildable Lands Inventory

Like every city in Oregon, Damascus must provide enough buildable land to accommodate future housing need for a 20-year planning period. The buildable lands inventory serves as the starting point for crafting housing policies. For the purpose of analysis, “buildable” lands include those lands with no environmental constraints and committed to existing uses. A buildable lands inventory serves an important function for the Comprehensive Plan. The inventory shows the calculation of the amount of suitable, available and necessary land for residential use. The City’s Comprehensive Plan map designates approximately 2,324 acres of land for residential uses which is adequate to meet projected land needs.

Damascus intends the Housing Policies listed below to help maintain and establish residential areas that are safe, healthful, and attractive places to live. Damascus will provide opportunities for a range of residential choices for people in the community.

Housing Policies

- Policy 1:** Encourage flexibility in building and site design to promote safety, livability, and preservation of natural resources.
- Policy 2:** Create special development standards to ensure transitions between non-residential activities and residential areas where commercial or employment areas are adjacent to residential zoned land.
- Policy 3:** Ensure that areas developed or designated for multi-family development be compatible with adjoining land uses following design standards that do not detract from the character of existing residential areas.

SECTION TWO: ECONOMIC DEVELOPMENT

Our Community Goal

“Ensure a prosperous, healthy Damascus where residents have the opportunity to live productive lives and contribute to the community by having access to jobs, affordable education, housing, community spaces, transportation, and social and medical service options. “

Overview

Our community sits at a crossroads of rural and urban development. During the past 40 years, Damascus has evolved from a farming community into an increasingly large-lot rural residential community that includes some agricultural and forestry practices. Damascus’ economy has traditionally been rural in nature. Our community is steeped in history, and is a community that possesses a strong sense of place. Our community values these characteristics and wishes to maintain its identity. Damascus must support its existing businesses while nurturing new enterprises.

Regional Employment Trends

Employment trends in the Portland Metropolitan Region have implications for employment growth in Damascus over 20-year planning period.

Professional and business services provide one of Damascus' BIGGEST economic development opportunities! Professional and business services accounted for the largest share of employment growth between 2001 - 2011, adding nearly 2,900 jobs. The State forecasts that employment in professional and business services will grow by nearly 3,800 jobs between 2004 - 2014. Damascus currently has a number of professional and business firms, which the City may be able to use as a basis for attracting other firms. Damascus' proximity to Portland, the Portland International Airport, and community character may attract professional business services to Damascus.

Retail trade will grow with increases in Damascus' population. The City should expect to attract community and neighborhood retail facilities.

Damascus could see strong growth in construction trades. The City will initially see strong growth in housing with some retail and services to support the community. This growth will create demand for construction jobs — some of which will locate in Damascus.

Industrial development in Damascus may be dominated by small-scale specialty manufacturers until infrastructure to support large manufacturing is developed. For example, Damascus may attract types of firms that have located in the Pioneer Industrial in Canby, Oregon or Four Corners Industrial Park located in Molalla, Oregon.

Damascus can expect growth in education and health services, especially as population grows. The development of medical facilities in Happy Valley may result in spill-over employment in Damascus.

Clackamas County and Damascus have a larger share of home-based employment than the Portland region or state averages. About 7% of Damascus' residents work from home, compared with 8% of residents of Clackamas County and 6% of residents of the Portland region. Damascus residents have said that home based employment is an important component of the community's economy. As Damascus grows these businesses may expand and employ more people and need additional space for operations.

Potential Strategies for Economic Development

- Damascus should work within the market. This means that 1) the City will not try to force economic development at inappropriate times and locations, 2) the City will make strategic investments that help guide private investment, and 3) the City will track regional, national, and global industry trends and create opportunities to respond to these trends. Damascus recognizes that approval or denial should be based on zoning criteria, not a determination of proper timing or location.

- Focus on the basics. Jobs won't come if the City doesn't focus on fundamentals: good infrastructure, good schools, and quality of life.
- Infrastructure is the key to economic development. The City should coordinate infrastructure investment with land use designations. This means that the City will plan for adequate capacity to serve growth in the long term and that the City will not expect significant development to occur until the capacity is available and that it will seek to make that infrastructure available at points when the market can most immediately respond.
- Strategically let the market demand for services lead the way. Retail and service industries will develop along with population.
- Encourage entrepreneurial activities. The City should support and encourage home-based businesses and market the existing amenities: businesses and residents can enjoy access to recreation, green living, and be close to the airport. Schools, trails and lots of semi-private meetings space options (e.g. cafes, restaurants parks with services, etc.) are important as well as in supporting small business owners.
- Innovation
 - ☐ When new development occurs consideration should be given to innovative approaches to design and construction that focus on livability and safety.

Economic Development Policies

Policy 1: Capitalize on strengths and opportunities within the community and region to attract future employment.

Implementation Strategy:

- Work with Clackamas County's Business and Economic Development Team to attract and assist businesses.
- Coordinate with public schools, community colleges, universities and other educators to provide courses within the City helping to create an educated workforce.

Policy 2: Create economic development strategies that best meet the needs and desires of a growing community.

Implementation Strategy:

- Work in collaboration with agencies and organizations with expertise in the areas of community and economic development to leverage resources and pursue mutual interests.

- Join the Clackamas County Main Street Program.

Policy 3: Encourage a diverse range of employment opportunities.

Implementation Strategy:

- Designate land uses on the Comprehensive Plan and Zoning maps to accommodate no less than the land needed to meet the economic development goals of the City for a 20-year period.
- Designate neighborhood commercial and mixed use zones to encourage appropriate retail development near residential zones.

Policy 4: Support and encourage commercial and industrial development to meet the future needs of the community and region.

Implementation Strategy:

- Develop codes to meet economic development objectives and encourage an appropriate mix of uses in commercial and industrial zones.
- Allocate sufficient large acreage industrial lands to meet the future needs as identified in the City's most current Economic Opportunities Analysis.

Policy 5: Establish economic development policy, programs and districts that support the provision of family wage jobs.

Policy 6: The City shall seek voter approval of financial systems necessary to fund infrastructure needed to support economic development.

Policy 7: Encourage an entrepreneurial climate for existing and new businesses.

Implementation Strategy:

- Ensure infrastructure, such as Internet access, cable and other utilities, are provided throughout the community.
- Create an understandable, efficient, and fair land use process for the administration and consideration of planning applications of all types.
- Minimize the regulatory environment by focusing on the laws, regulations that really matter in balancing the interests of individuals and the community and focusing on helping rather than hindering the people involved in development and construction activities on their land.

Policy 8: Create a unique economic foundation, as the city develops, based on its rural past by providing opportunities and support for home based businesses and agriculture based businesses to locate and thrive.

Implementation Strategies:

- Ensure home-based businesses are supported in the Development Code with provisions to mitigate negative impacts on the surrounding neighborhood.

Policy 9: Support existing farms, nurseries and sustainable forest production and associated activities to help them remain viable businesses.

Implementation Strategy:

- Establish opportunities to protect existing farms, nurseries and commercial forests, until such time as property urbanizes.
- Encourage local bid contracts with producers for goods used or served in City facilities.
- Encourage agriculture, horticulture, and forestry production methods within the City.

Minimize land use conflicts between urban development and farms through Development Code standards.

- Allow activities supporting enhancement of farm and forest income such as agri-tourism, special events, farm-stays, educational retreats, and more.
- Encourage vertical integration in the economic use of natural resources spanning growing, processing, storage, distribution, and retail sales of local agriculture and timber products.
- Be proactive in encouraging long-term maintenance of agricultural land and associated activities.

Policy 10: Encourage local food production as part of the economic development and access to healthy food strategies for the community and region.

Implementation Strategy:

- Establish land use protections for urban food production and distribution activities in the Development Code to improve access to healthy food.

- Explore the use of form-based codes to encourage food production either by right or as a Conditional Use for uses such as green roofs, urban gardens and farms, and small-scale food production, processing and distribution.
- Use land use agreements to allow vacant or underutilized public lands for food production.

SECTION THREE: PUBLIC PARKS & OPEN SPACE

Our Community Goal

“Damascus is to complement our rural character with a park system contributing to an extraordinary livable community while creating a sense of place.”

Overview

Our community shares its borders with park providers including the cities of Happy Valley and Gresham, and the North Clackamas Parks and Recreation District. The Clackamas River is a recreation source for the entire region and runs through Carver. In order to provide the best possible recreation opportunities for Damascus residents, parks planning will build upon regional opportunities for cooperation, coordination and other partnerships with other jurisdictions. Partnerships will be required to meet the growing needs for parks while improving the quality of life in Damascus. Parks enhance a community's quality of life in many ways. Parks not only provide residents with a place to relax and play, they provide open spaces, havens for wildlife, and can serve to preserve wetlands.

Parks Inventory

The City of Damascus purchased its' first property for park development in 2012. This fourteen (14) acre property was purchased with 2006 Metro Natural Areas Bond Local Share Funds and will be developed into a park within the planning period. Metro owns one-hundred (100) acres of open space along the northern boundary of Damascus. North Clackamas Parks and Recreation District owns roughly 7.7 acres within the Trillium Subdivision. The City of Damascus has begun development of roughly an acre of this property with active and passive recreational uses. The Damascus Civic Club, a private citizens group, owns and operates Damascus Centennial Park, a small developed park adjacent to the Damascus Square Shopping Center. Private and public schools, including the Damascus Middle School, Deep Creek Elementary, and the Damascus Christian School also offer recreational facilities.

Park Needs and Standards

Residents have indicated that as the community grows, there will be a definite need to maintain and increase the amount of parks and open space. The City will make a commitment to include parks and open space in general land use planning decisions. Based on Damascus' population in the year 2035, the park standards indicate that the community will need 450 acres for parks and open space for a community of its size. To achieve the community's need for more local park and recreation opportunities as our community grows, especially neighborhood parks and play fields, the guidelines in Table 4 presents Damascus' development standards for parks.

Table 3: Park standards for 2035 population forecast

Park Type	Standard	Total Acres	Standard Park Size	Number of Parks
Mini Park	No standard	No standard	No standard	No standard
Neighborhood Park	1 acre/1000	30 acres	3 to 5 acres	6 to 10
Community Park	3 acres/1000	90 acres	20 to 30 acres	3 to 5
Natural Area Parks	10 acres/1000	300 acres	No standard	No standard
School-Park	No standard	No standard	No standard	No standard
Special Use Areas	No standard	No standard	No standard	No standard
Targeted Total	15 acres/1000	450 acres		

Table 4: Damascus Service area standards for Public Parks

Park Type	Standard	Number or Parks
Mini Park	No standard	No standard
Neighborhood Park	½ mile access to new development, uninterrupted by arterial and collector roads	Dependent on development patterns
Community Park	2 mile access to all residents	4
Natural Area Parks	No standard	No standard
School-Park	No standard	No standard
Special Use Areas	No standard	No standard

Note: These standards represent the standard for publicly owned and accessible parks. Other parkland and open space may be required in the development code as part of the subdivision and development requirements.

Public Parks and Open Space Policies

- Policy 1:** Create passive and active recreational opportunities throughout the community for all ages and abilities.
- Policy 2:** Integrate parks and open spaces into neighborhoods, employment areas, and commercial areas so they are safe, convenient, and accessible.
- Policy 3:** Encourage partnering with other agencies, schools, organizations, and community groups to leverage funds and sharing of facilities for parks and open spaces.
- Policy 4:** Provide a network of on-road pathways linking parks, open spaces, neighborhoods, and commercial areas as land divisions occur and areas develop. Emphasis should be placed on utilizing natural areas for the pathways and protecting the special places that reflect the area's heritage and history.
- Policy 5:** Protect the rural character and history of Damascus by the City purchasing heritage farms, historic resources, and scenic views for parks and open space.
- Policy 6:** Develop a Parks Master Plan for the City of Damascus.

Implementation Strategy:

- Require best management practices for public safety in the development of parks and open spaces.
- Consider potential impacts to adjacent properties regarding park design. Design aids such as vegetative screening and fencing should be considered to limit potential negative impacts to property owners where appropriate.
- Provide signage to discourage trespassing by park users onto adjacent property where appropriate.
- Encourage assistance by volunteers and/or volunteer groups for park monitoring and maintenance to help reduce vandalism and maintain safety.
- Incorporate parks, *open space and trail corridors into the planning and design of new development to maximize user accessibility and safety and minimize negative impacts to adjacent properties.

- Policy 7:** Open space dedication: When a residential property is developed as a subdivision or multifamily development larger than 4 acres, and with an average density of four units per acre or more, the property owner can dedicate 15% as open space and/or park OR pay a park System

Development Charge. The owner can develop a portion of the open space as park with the total dedication as a minimum of 15%. -.

Policy 8: No Open Space is required on commercial or industrial lands, as a result additional buffering is required to protect Legacy Neighborhoods.

SECTION FOUR: LAND USE & COMMUNITY DESIGN

Overview

This section of the Plan serves as a guide to show areas and basic policies for residential, commercial, industrial, recreational and natural resource land uses. A number of basic considerations have been taken into account to determine the location and amount of land needed for the various types of land uses. Some of these considerations include projected growth and its probable distribution, existing and projected development patterns, and types and quantity of needed services and facilities. Land use and community design encourages orderly development and use of land for the needed residential, commercial, industrial, recreational, and public services needs of our community.

The Comprehensive Plan, Comprehensive Plan Map, Community Development Code and Zoning Map

One of the purposes of this Plan is to assure that the City of Damascus provides different types of land in the City that can accommodate different types of uses. All property within Damascus City limits falls into one of the designations shown in the table below. The Comprehensive Plan Map shows the location of the designations and Table 6 explains what each designation includes.

The Zoning Map and Development Code implement the Comprehensive Plan by providing specific development guidelines for each land use designation. The general nature of each Comprehensive Plan land use designation will guide the uses and standards for the corresponding zone on the Zoning Map and in the Development Code.

Table 6: Summary of Comprehensive Plan Lane Use Designations and Compatible Zones

Comprehensive Plan Land Use Designation	Purpose	Implementing Zones	Description
Legacy Neighborhood	Areas currently developed with low-density housing that were approved prior to the incorporation of Damascus.	Legacy Neighborhood	The Legacy Neighborhood (LN) Zone reflects the existing large lot single family developments to which it is applied. It is intended to generally maintain the existing lot and development pattern with some limited opportunity for infill.
Neighborhood	Neighborhood primarily consists of single-family homes, with some attached housing and small scale commercial uses. Walking and bicycling is encouraged with central community parks and interconnected street networks. Schools and community facilities also may be located in these areas.	Neighborhood Low	The Neighborhood Low (NL) Zone accommodates detached single-family homes and small-scale multi-family housing, such as duplexes and town homes at densities between 4 and 8 dwelling units per acre. Parks, schools, and other civic and institutional uses are also allowed along with agricultural uses.
		Neighborhood Medium	The Neighborhood Medium (NM) Zone accommodates housing at 8 and 22 dwelling units per acre. Parks, schools and other civic and institutional uses are also allowed.
		Neighborhood Commercial	The Neighborhood Commercial (NC) Zone accommodates retail, service, and professional business uses limited in size to be consistent with neighborhood character. Housing is allowed at 12 to 15 dwelling units per acre in mixed use developments. Civic and institutional uses are also allowed.
Village	Villages are complete communities with local businesses such as grocery stores, restaurants, other small-scale services and a variety of housing types. Villages serve residents with an identifiable center, walkable interconnected streets, open space, parks, schools and other community facilities.	Village	The Village (V) Zone applies to urban focal points or centers within designated areas. They represent opportunities for a mix of community-oriented businesses such as grocery stores, restaurants, and other small-scale services with higher-density housing and mixed-use development. Housing is allowed at 20 to 22 dwelling units per acre.

Comprehensive Plan Land Use Designation	Purpose	Implementing Zones	Description
Center	Centers are focal point areas which hold a variety of commercial, retail, office, entertainment, and government uses. Housing includes condominiums/ apartments, town homes and single-family residences. Interconnected networks of streets allow for easy walking and bicycling, with opportunities for civic, educational and community facilities.	Center	The Center (C) Zone is applied to the commercial and civic core of the community. It represents opportunities for mixed-use development, with a variety of commercial and office uses, and high-density housing. The Center also represents opportunities for civic facilities. Housing is allowed at 22 to 40 dwelling units per acre in mixed use developments.
Employment	Employment areas meet current and future opportunities for light industrial, distribution, corporate office parks, general offices, industrial parks, medical offices, hospitals, college campuses, and limited retail to support nearby employees and business needs.	Employment	The Employment (E) accommodates a range of industrial and commercial land uses. The zone is intended to provide for land use compatibility while providing a high-quality environment for businesses and employees. Typical uses range from light manufacturing and fabrication to business and industrial campuses. Supportive limited commercial uses as well as civic uses are also allowed. Housing is allowed at 20 to 22 dwelling units per acre in conjunction with commercial or industrial use above the ground floor.
		Industrial	The Industrial (I) zone is intended to meet the requirements of Metro's Title 4 requirements for Regionally Significant Industrial Areas (RSIA), provide suitable locations for heavy industrial uses (e.g., raw materials processing; and manufacturing, assembly, packaging or distribution of heavy or large goods) that would not otherwise be compatible in other districts. These lands are designated as Regionally Significant Industrial Areas due to their size, availability of nearby utilities, or their proximity to a major transportation route.

Land Use and Community Design Policies

Policy 1: Require the Comprehensive Plan Map to allow for a range of land use designations (housing, jobs) to support a variety of uses for development of a full service community.

Implementation Strategy:

- Allow for neighborhood zoning flexibility that provides for services that are within walkable distances.

Policy 2: Encourage development in Damascus to provide community gathering places, well-designed buildings and transportation options.

Implementation Strategy:

- Provide City resources for a permanent farmers' market in the City.

Policy 3: Create a variety of techniques to help new development be compatible with existing surrounding developments.

Implementation Strategy:

Policy 4: Strive to reflect the area's pioneer history and rural character through design of the community.

Policy 5: Protect or moderate the effects of destruction or inappropriate development of identified historic and archaeological resources on public property. Provide incentives to owners of private property or moderate the effects of development of identified Historic and Archeological Resources.

Implementation Strategy:

- Include design criteria in the Development Code to ensure compatibility with the identified historic and architectural character of the community.

Policy 6: Require new development to comply with Federal, State and local noise regulations.

Policy 7: Encourage a variety of energy efficient strategies throughout the community.

Implementation Strategy:

- The City will support principles of energy conservation through outreach and education programs.

- The City will incorporate eco-friendly (green) building principles into public buildings and facilities.
- The City shall encourage energy efficient developments with a range of incentives, such as fee credits and/or fast track approvals, etc.
- The City shall adopt energy efficient street lighting standards.
- The City shall encourage the development of compatible alternative energy sources.
- The City will support new technologies that are energy efficient.

CHAPTER 3 | INFRASTRUCTURE

SECTION ONE: PUBLIC FACILITIES

Our Community Goal

“Damascus is to provide for a timely, orderly, and an efficient arrangement of public facilities and services allowing a framework for community growth.”

Overview

City infrastructure plays an integral role in the City’s Comprehensive Plan because the timing and placement of basic urban services and general public facilities (sanitary sewer, storm drains, solid waste, water, streets, energy, communication facilities, and schools) will influence the rate and direction of the community’s growth. This section serves as a guide that indicates general locations, development policies, and priorities for City infrastructure needed in the community.

General Public Facilities

Many facilities, such as schools, pump stations, electrical substations, and water storage reservoirs do not have many alternative locations, as they must be accessible to the area they are intended to serve. Consideration of impacts on the surrounding environment will play a key role in designing, constructing, and maintaining facilities, because often times there are limited siting choices. Long-term maintenance costs and their impacts on local budgets need to be considered early in the design phase of the facility.

City of Damascus Public Buildings

City Hall is located in the Damascus Square Shopping Center in the heart of the existing commercial core area. City Hall provides space for the City’s current employees plus Code Enforcement, the Municipal Court, and public meeting spaces. A long-term goal of the City Council is to relocate City Hall to a larger facility that will serve the additional needs of storage, and for staff, meeting areas, and development services. The existing space will continue to serve the community but may need to be relocated within the 20-year planning period.

The City Annex is located on Damascus Lane within the existing commercial core, and houses the City’s Police Department services, which are contracted through the Clackamas County Sheriff’s Office. This new facility will continue to serve the needs of the City for the planning period. The Annex also serves as the City’s Emergency Operations Center.

Schools

Five school districts serve Damascus: Centennial, Gresham-Barlow, North Clackamas, Oregon Trail, and Estacada. There are also three private schools operating within the City limits. Each district is required by the State to complete and update a long-range facility plan to ensure that each district will have capacity for forecasted enrollment for a 10-year period. Each district's long-range facility plan is included in the appendices of the Plan.

The Gresham-Barlow School District serves the largest portion of Damascus. The district owns a fifty-acre site on the southeastern edge of the community for a future high school. The district updated its long-range facility plan in 2012. The plan does not propose the planning or construction of the high school prior to 2022. The long-range facility plan also shows that the existing Deep Creek Elementary and Damascus Middle Schools have sufficient capacity through 2022 to serve the forecasted enrollment.

The North Clackamas School District owns two properties on the west side of Damascus intended for future elementary schools. The planning and construction of the schools will be determined in the district's long-range facility plans.

Solid Waste

A private franchise hauler collects solid waste from Damascus and delivers it to the Regional Garbage and Recycling Transfer Station in Oregon City. The City of Damascus has implemented outreach and education programs about waste collection and recycling. The local hauler provides recycling bins for each residence to help facilitate the City's recycling program. In the Carver area, yard debris is collected from curb side each week.

Storm Drainage

The City contains eight drainage basins: Clackamas River, Deep Creek, Johnson Creek, Kelley Creek, Noyer Creek, Richardson Creek, Rock Creek, and Sunshine Creek. Within each basin, storm drainage is generally handled by a system of culverts, open channels, and ditches. Little storm water infrastructure is currently present, with the exception of a network of pipes located at the Rock Creek Junction area operated by the Clackamas County Environmental Services. Although difficult to measure directly, the complex pasture, cropland, forested areas, wetlands, and riparian corridors within the City also provide many storm water benefits. The City should use where appropriate and most beneficial, the capabilities of its' natural features (rivers, creeks, vegetation, and soils, etc.) to reduce the damaging effects of runoff and minimize the amount of built storm water infrastructure needed.

Waste Water

At present, the majority of the residents and businesses within Damascus are currently served with on-site septic systems. Septic systems for flows greater than 2,500 gallons per day require a Water Pollution Control Facility Permit to be issued by the State of Oregon Department of Environmental Quality (DEQ). The Safeway, Dairy Queen,

Union 76 gas station, and Damascus Square Shopping Center operate under such permits. Septic permits for flows less than 2,500 gallons per day are issued and enforced by Clackamas Water Environmental Services and the DEQ on site County representative.

Clackamas Service District No. 1 serves portions of the Carver area as well as the Rock Creek Junction area. Sewers serve a total of approximately 307 acres and approximately 600 customers. This is the only area of the City currently served with sanitary sewer.

Water

The Sunrise Water Authority, Boring Water District No. 24, and a large number of private wells satisfy existing water demand in our community. The Sunrise Water Authority serves approximately 47% of the land area within the City's boundaries with public drinking water, and the Boring Water District serves approximately 1%. In close proximity to Damascus are also the Clackamas River Water District, Gresham Water District and the Portland Water Bureau. Both Portland and Gresham receive much of their drinking water supply from the City of Portland's Bull Run Reservoir, and these water supply pipelines run through Gresham just north of Damascus.

The City will need to work with water service providers and enter into intergovernmental agreements for provisions of water in a timely manner.

Utilities

The City is served through private and public utilities (electric, gas, cable T.V., etc.). The City needs to coordinate the extension of these utilities to minimize installation costs as new areas of the community are developed. The City of Damascus embraces innovation and support the use of new technologies in its' Vision Statement. Broadband and other technologies can support the existing and future business community.

Public Facilities Policies

Policy 1: Require all new development within the City limits to be connected to sanitary sewers, except those that can be provided with acceptable subsurface disposal systems if a sewer is not available or service is impractical. These systems shall be adequate to protect the health, safety and welfare of the community and incorporate best management practices.

Policy 2: Require new development to pay its fair share of the cost of public facilities so existing residents and tax payers do not pay an unfair amount for services.

- Policy 3:** Require all new development and redevelopment to place utility lines underground. If it is unfeasible to place the facilities underground, above-ground facilities shall be designed to fit the landscape.
- Policy 4:** Coordinate with public facility service providers to plan adequate services to support urban development in a timely manner. Require all new development within the City limits to be connected to water service providers, except those that can be provided with new or existing on-site well systems and if water service is not available or service is impractical.
- Policy 5:** Encourage school districts, public and private institutions, Clackamas County, and City to work together to co-locate facilities and programs to be multi-functional neighborhood anchors, designed and programmed to serve community members of all generations and abilities.
- Policy 6:** Consider the effect of housing investments on school enrollment.
- Policy 7:** Coordinate with the school districts serving Damascus in the development of the districts' long-range facility plans to ensure that school facility plans are consistent with the community's goals and policies.
- Policy 8:** Encourage investments, development and partnerships to provide broadband and other technologies to schools, businesses, and residences in the City.

SECTION TWO: TRANSPORTATION

Our Community Goal

"Damascus is to provide a transportation system that is safe, convenient, accessible and economically feasible that incorporates a range of transportation option."

Overview

As Damascus grows, improvements will be needed to accommodate the increase in local and regional transportation demands. The Damascus street system of today is primarily made up of narrow two-lane roads that carry significant levels of traffic.

Arterials serve local access, regional, and interstate traffic. Clackamas County and the Oregon Department of Transportation (ODOT) own approximately 13 miles of arterials within the City limits. Other streets include privately owned roads, City streets, County roads and State highways. Highway 212 is designated as a freight route in County, regional and State plans. It is also designated as a Statewide National Highway System

route, which highlights the importance of the route to regional and state access and freight connectivity.

Streets in Damascus do not have bicycle or pedestrian facilities except for sidewalks along a limited section of Highway 212 in the existing commercial areas and in a few new subdivisions in the Carver area. A lack of facilities combined with a dispersed land use pattern and significant levels of traffic travelling at high speeds make walking and biking dangerous throughout the area.

Transit service is limited to two bus lines provided by TriMet including a park-and-ride lot in Carver. The majority of the Damascus area is located outside the TriMet service boundary.

Transportation Policies

Policy 1: Maintain and improve the local and regional transportation system for all modes of travel.

Implementation Strategy:

- Adopt a level-of-service standard to assess impacts to the transportation system.
- Adopt Transportation Demand Management (TDM) strategies in the Transportation System Plan (TSP).
- Adopt Transportation System Management (TSM) strategies in the Transportation System Plan (TSP).

Policy 2: The City's transportation system should minimize impacts to the natural environment and the design should reflect the community's rural character while ensuring efficiency and connectivity.

Policy 3: Require all new streets and pathways be designed using best management practices to reduce impacts to the environment.

Policy 4: Preserve, maintain and enhance transportation options through safe, efficient, and cost effective measures for all modes.

Policy 5: Provide transportation options, including transit, for the City's transit dependent population, seniors, and physically challenged residents.

Policy 6: Establish development standards and design guidelines to promote safe, convenient alternative modes of travel including walking and biking.

Policy 7: Strive to increase the percentage of bicycle and pedestrian users within the City through the maintenance and preservation of safe, convenient, and efficient pedestrian and bicycle systems.

Implementation Strategy:

- Incorporate bike facilities into all new multi-family, commercial and institutional and industrial developments, through the Development Code.

Policy 8: Create transit, pedestrian and bicycle facilities that connect existing and future employment, commercial uses, and neighborhoods.

Implementation Strategy:

- Allow pedestrian and bike paths or lanes to be located both adjacent to, or incorporated into new subdivisions. from public streets and roadways.

Policy 9: Establish and employ strategies for using the existing road system and its capacity efficiently before building new roads and all new streets shall be located with consideration to how existing development is impacted, supported, or leveraged for future investment.

Policy 10: Establish efficient and effective freight transportation infrastructure that is developed and maintained to support local and regional economic needs and plans.

Policy 11: Establish creative, cost effective and fundable solutions for near and long-term transportation system needs.

Policy 12: Create strategies that enable new transportation projects to be constructed in phases that can be funded.

Policy 13: Establish street design standards that are flexible and allow for appropriately-sized streets given the traffic volume, topography, adjacent land uses, social, economic, and environmental considerations.

Policy 14: Provide flexibility in the transportation infrastructure to accommodate existing land uses and future land use aspirations.

Policy 15: Minimize the potential for Highway 212 as a barrier to community cohesion while maintaining highway function.

Implementation Strategy:

- Work with regional and State transportation jurisdictions to coordinate planning, construction, and maintenance activities related to highways and roadways.

CHAPTER 4 | STEWARDSHIP OF OUR ENVIRONMENT

Our Community Goal

“Damascus is to balance the development needs of our growing community with responsible stewardship of its natural environment and, therefore, will manage land uses in a way to: prevent the loss of life; reduce risks to property; protect our natural resources, and encourage energy conservation.”

Natural Resources

One of the qualities making our community such a special place is its' variety of natural resources and landscapes – buttes, wetlands, streams, forests, wildlife, the Clackamas River and more. These natural resources and open spaces add to the quality of life, contribute to the rural feel and identity of the area, and serve important ecological functions. The forests and riparian areas provide important environmental, economic, and social functions including the following: water quality protection, stream flow moderation, water storage to reduce soil erosion and surface runoff, scenic views, fish and wildlife habitat, carbon sequestration, groundwater recharge, timber production, and recreation. While protecting our natural features and being good stewards of our environment, the City will adhere to Metro's Title 3 and 13 requirements.

Natural Hazards

The forested buttes and ravines that make Damascus such a great place to live and play often are associated with natural hazards – such as landslides, erosion and flooding. Development and tree removal on steep slopes can increase the likelihood of landslides, erosion and downstream flooding. Maintaining natural vegetation adjacent to water areas reduces runoff, helps to limit downstream flooding and improve water quality. Appropriate forest management techniques can also limit wildfire potential in wooded areas.

The Natural Resources and Natural Hazards Inventory

In 2007, Damascus conducted a comprehensive Natural Features Inventory (NFI) that described and mapped natural resources and hazards throughout the City's 16 square-mile area (10,333 acres).

Natural resources include wetlands, riparian corridors, wildlife habitat area, groundwater resources, and the Clackamas River Scenic Waterway. Together, these resources

cover about one-third of Damascus. Wildlife habitat is categorized as Class, A, B, and C – with Class A being the highest quality.

Natural hazard areas are frequently found with natural resources, and include areas with steep slopes, historic and potential landslide areas, high groundwater, artificial fills, potential wildfire risk areas, forest wind throw and flooding. Notably, landslide and wildlife potential is greatest in steeply sloped hillsides and ravines that also have the highest concentration of high quality wildlife-habitat.

In response to concerns about the accuracy of the original NFI and the City's regulatory policy framework, the City Council funded an update of the NFI in 2012. The City asked each property owner with mapped natural resource site(s) to participate directly in an update of the inventory by authorizing the consultants to visit their property. Of the 1,421 requests for field inventories, 1,121 property owners did not respond or refused access onto their properties – and most spoke directly with the City's consultants about future development plans in relation to natural features on their property. Based on field observations and policy changes recommended by the Planning Commission, the inventory maps changed for over a third of the properties visited. Of equal importance, the City benefited directly from property owner comments during the update process of over 200 properties.

The following summarizes key information in the Damascus Natural Features Inventory:

Wetlands: The 2007 NFI identified 23 significant wetlands covering approximately 145 acres. As a result of site visits in 2012, two wetlands were reduced in size and one wetland was eliminated from the inventory because "significance" criteria were not met. Rather than having individual property owners pay the cost of hiring a wetland scientist to document these changes, the City agreed to absorb the cost of changing the State – approved "Local Wetland Inventory" based on 2012 on-site field work.

Riparian Corridors: The 2007 NFI mapped a total of 1,566 acres of "significant riparian corridors" – streams, rivers and adjacent vegetation. Inventoried streams and their tributaries include Kelly, Badger, Noyer, Richardson, Rock, Sunshine, and Deep Creeks and the Clackamas River. As a result of site visits and the use of advanced "Lidar" technology, the location of many smaller streams was adjusted on official inventory maps. A few smaller streams were removed from the inventory because they had been piped, re-directed or did not meet applicable standards.

Protected Water Features and Habitat Policies (Metro Titles 3 and 13)

As a matter of local policy, the Planning Commission decided to reduce the width of riparian corridors consistent with the minimum regional standards (ranging from 15 feet for small streams in the flat areas to as much as 200 feet in deep ravines). The effect of this change was to reduce the regulatory burden on valley property owners while

continuing to protect the more sensitive, forested streams in and at the base of the buttes and near the Clackamas River.

Wildlife Habitat: As a matter of local policy, the City chooses to use regional standards required by Metro's Title 3 and 13 for the conservation and protection of streams and wildlife habitat in addition to development standards on steep slopes over 25% grade

Air and Water Quality

Clean air and water is vital for life. As our community grows, so will the potential to contaminate air, water, and land resources. Cooperation among all levels of government and people is critical to protecting these resources. State and Federal agencies, including the Federal Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ), have a primary role in monitoring and enforcing quality standards.

To ensure access to clean air, the Federal Clean Air Act was created as the primary regulatory framework for national, State, and local efforts to protect air quality. Air pollution is both a regional and local problem and does not know political boundaries. The City of Damascus is part of the Portland Area Airshed (PAA), which is defined by the Metro service boundary. The airshed is influenced by the topography and climate of the Willamette Valley Basin and the human activities in the Metro area which pollute the air. The Metro area has the highest risks from toxic air pollution out of any region in Oregon. In the winter, cold air creates temperature inversions that reduce air mixing near ground level, resulting in high concentrations of carbon monoxide. Pollution problems can also occur in spring, summer and fall when winds are light.

The City of Damascus can have a positive impact on air quality. Land use, transportation and public facility planning can promote land patterns and transportation systems that encourage alternative modes of transportation – walking, biking, and public transit. The City can protect natural areas and mature trees, and promote and participate in community tree planting efforts to improve both air and water quality.

Our community contains a mix of pasture, crop land, forested areas, wetlands, and riparian corridors that provide many storm water benefits – primarily flood storage and reduction of surface runoff. Water pollution anywhere in a drainage basin not only affects the nearest stream, but also all other downstream waters, neighboring communities and potential groundwater. There are four active public water systems using groundwater wells within the City of Damascus. Sunrise Water Authority serves a population of 40,374 and the remaining smaller water systems (Kingswood Heights Water Co-Op, Riverview Manufactured Home Court, and Carver Mobile Ranch) serve approximately 600 people. In addition, Damascus is within the source area for four public water systems (serving almost 400,000 people) that use intakes on the Clackamas River for drinking water. There are certain land uses that have the potential for contaminating ground water including: industrial facilities, roadways, septic

tanks/leach fields, sewage treatment plants, small acreage land management, agricultural runoff and automotive service/repair facilities. Sunrise Water Authority serves almost half of Damascus and the Boring Water District serves one percent. Many of the existing homes and businesses use drinking water provided by individual groundwater wells. In addition, agricultural wells for farms and landscape nurseries are served by groundwater.

Sunrise Water Authority and the Boring Water District serve Damascus. Our community is located in a Groundwater Limited Area, designated by the Oregon Water Resources Department. This designation is intended to “protect existing water rights by preventing excessive groundwater declines, restoring aquifer stability and preserving aquifers with limited storage capacity for designated high value public uses”.

The quality of water in our streams, rivers, wetlands and aquifers is important to the health and welfare of the community as well as the fish and wildlife that rely on clean water for habitat. The Clean Water Act (CWA) was enacted to limit people’s harmful impacts on water quality. To comply with the CWA, Oregon’s DEQ established Total Maximum Daily Loads (TMDLs). A TMDL is a calculation of the maximum amount of a pollutant that a body of water can absorb, and still meet (not violate), water quality standards. TMDL’s apply to waters that do not meet water quality standards and is a tool used to fight water pollution. Section 303(d) of the CWA requires States to identify and list all impaired waters.

An analysis of the pollutant loading was conducted to estimate the increase in pollutants from existing to future buildable conditions in Damascus that are relevant to TMDLs that have been established by DEQ for receiving waters in and around the City. Pollutants that are of concern for TMDLs for Damascus includes temperature, E. coli, fecal coliform, and total phosphorus, DDT, dieldrin and polychlorinated biphenyl (PCB) were also on the 303(d) list. EPA added two pesticides (dieldrin and chlorpyrifos) and biocriteria to the 303d list of impairments in the Clackamas Sub-Basin in 2012. The biocriteria listing represents impairment of the aquatic biological community compared to reference conditions; DEQ’s analysis shows that impairment is related to high temperatures and sedimentation. In general, every basin doubled for E. coli and fecal coliform loads from existing development to build out because of the increase in development. However, a larger increase (over 300%) occurred in two basins: Noyer and Sunshine Creek. This is because of the difference between the existing uses (rural and agricultural) and the commercial, industrial, and residential developments planned for the area. The 2006 Willamette Basin TMDL lists Damascus as a jurisdiction that manages land and water resources and has control over sources of pollution. The TMDL assigns Damascus reduction targets for temperature, bacteria and mercury. DEQ has accepted the City’s TMDL Implementation Plan that specifies the steps the City is taking or will implement to reduce those pollutants to the Clackamas River.

Natural Features Policies

Policy 1: Ensure protection of life and property through best management practices.

Implementation Strategies:

- The intensity of development in hillside areas will be correlated with degree of hazards.
- Development on lands with slopes of 25% or more shall be limited to one unit per two acres and shall avoid significant streams, natural drainage ways, to the maximum extent practicable.
- Geologic hazards (steep slopes, those greater than 25%, and mapped historical and rapidly moving landslide areas) shall be evaluated in detail by a Certified Engineering Geologist (C.E.G.) through a geologic assessment prior to development.
- Surface water flowing from new development shall be controlled such that it does not negatively impact public or private property by increasing flow, concentrating flow, or fueling erosion that was not present beforehand.
- Through programs and incentives, the City shall-promote maintenance and preservation of riparian vegetation to protect water quality.
- Defensible space shall allow for the protection of residential structures from wildfires in the wildland-urban interface.

Policy 2: Encourage a variety of programs and incentives to protect and enhance identified natural resource areas.

Implementation Strategy:

- The City may pursue funding for the acquisition, protection and enhancement of natural resource areas through private and public groups, and Federal, State and regional agencies.

Policy 3: Prioritize and set aside public land for open space, stormwater management, wildlife habitat, water quality, preservation of rural character, or other community needs as development occurs.

Policy 4: Protect wetlands and riparian corridors consistent with applicable Regional, State and Federal laws and regulations.

Implementation Strategy:

- The City shall maintain and comply with Metro's Title 3 and 13 standards for water quality and flood management and wildlife habitat.

- The City shall maintain and comply with the Oregon's Scenic Waterway designation for the Clackamas River.
- Ensure development in floodplains is consistent with applicable State and Federal laws and regulations.
- To ensure public safety no encroachment into FEMA mapped floodway will be allowed without State and Federal permits.

Policy 5: Require compliance with all applicable Federal, State and regional agencies on air quality standards.

Policy 6: Establish a management plan for publicly-owned open spaces.

Policy 7: Establish best practices and innovations to enhance the functions of natural systems for stormwater management including the use of swales, trees and vegetation.

Policy 8: Maintain a monitoring records system of surface water as it leaves our jurisdiction at the designated waterways of Sunshine, Rock, Richardson, Noyer, and Kelly Creeks.

Implementation Strategy:

- Continue to work with agency partners including Watershed Councils, Clackamas County Soil and Water Conservation District, and the Johnson Creek Inter-Jurisdictional Committee that monitor water quality.

CHAPTER 5 | MANAGING THE PLAN

Our Community Goals

“The Plan is coordinated with the policies of governmental partners and acknowledges Damascus’ role within the region.”

“The Plan is carried out through a variety of implementation tools, both regulatory and non-regulatory, that are implemented in a coordinated and efficient manner.”

“Damascus’ implementation tools balance providing certainty for future development and providing flexibility and opportunity for innovation, while protecting the public interest.”

Why is this Important?

This Plan anticipates land use and significant capital project investments needs for the next 20 years, no plan that is as broad in scope or as comprehensive in its application as this Plan can be wholly relevant for 20 years. Changing needs, new technologies and innovations, and shifting perceptions may make it necessary and reasonable to update parts of *the Plan*. *The Plan is based on the most current research, inventories and analysis available.* The technical documents adopted as part of the “factual basis” for *the Plan* provide an analysis of existing conditions and forecasts of future conditions in Damascus on which to base policy. As conditions change over time, policy choices will be evaluated and new research will be conducted to inform the public and decision makers.

This chapter of the Plan explains the relationships among the various components of the Comprehensive Plan and provides guidance on how to amend the Plan, while maintaining consistency with the Plan’s vision.

How will the City grow over time?

Damascus is planning for housing and employment to serve future population growth. The City seeks to make the most efficient use of resources, with resiliency in mind, and setting policies that respect the community’s Core Values for maintaining the rural feel while creating a community where people can live, work, play, shop, and learn.

This Plan must address the transition from the existing rural community to a suburban community. The transition will be gradual and this change will not happen overnight. Cooperation between land owners, the business community, the City, service providers, special districts and other development partners may be achieved throughout the

process to address how to make use of scarce resources such as fiscal constraints and efficient use of land for development.

A Partner within the Region

This Plan, should be coordinated and implemented in a manner that could consider the effects of its policies and fiscal health of partner agencies, including school districts, the counties and the region. Damascus is part of the Region and State, and the Plan should be consistent with Regional and State requirements.

Damascus Development Code

The Development Code includes the subdivision process, official zoning map, and zoning regulations that divides the community into residential, commercial, industrial, and other land uses based on the Plan. Each zoning designation has standards and regulations that determine the allowed uses on that land and the standards to which new structures must conform, such as building height, yard setbacks, and landscaping requirements, etc. The Development Code consists of text found in Damascus Municipal Code Title 17.

The subdivision standards provide the City with standards and regulations for the approval of new subdivisions and land partitions. It includes design standards for streets, blocks and other improvements. The standards provide the application procedure for approval of all land divisions or property line adjustments within the City. The standards relates to the Comprehensive Plan by assuring good design of residential areas and location of public facilities.

The Development Code and Zoning Map fulfill two major roles. First, zoning promotes the public health, safety, and general welfare of our community by allocating appropriate land uses. Secondly, the Development Code implements the Comprehensive Plan. In a broad sense, the Development Code encourages the orderly development of the community and implements the Comprehensive Plan. The Development Code provisions and Zoning Map can be amended. Amendments shall be consistent with the Comprehensive Plan. If proposed amendments to the Development Code and Zoning Map do not comply with the Comprehensive Plan, the Comprehensive Plan must also be amended so that the two documents correspond.

Updating the Plan

Making the Comprehensive Plan a basic part of the community's planning process and an ongoing active function of City government will keep *the Plan* as a viable and useable policy document. The Plan needs to be updated occasionally for the following reasons:

- ✓ **To accurately reflect changes in the community.**
- ✓ **To ensure integration with other policies and Code language.**

Periodic Review

The State requires cities to update their Comprehensive Plans through Periodic Reviews. The Department of Land Conservation and Development initiates Periodic Review every seven to ten years, or when changing conditions require an update to comply with State laws. Periodic Review requires public engagement and is a cooperative process between the state, local governments, and other agencies.

Post Acknowledgement Plan Amendment (PAPA)

A Post Acknowledgement Plan Amendment process acts as the other way to change or update the Comprehensive Plan (outside of Periodic Review). The Plan must comply with State law, Statewide Planning Goals, and Regional requirements. The PAPA process allows the City to make changes.

Managing the Comprehensive Plan Policies

- Policy 1.** The City Council may amend the Comprehensive Plan after referral to the Planning Commission for review, revisions and recommendations.
- Policy 2.** Property owners, their authorized agents, Planning Commission or the City Council may initiate a Comprehensive Plan amendment.
- Policy 3.** Changes to the Plan shall be made by Ordinance after public hearings.
- Policy 4.** An amendment to the Plan shall be considered when one or more of the following conditions exist:
 - a. Updated data demonstrates significantly different trends than previous data;
 - b. New data reflects new or previously undisclosed public needs;
 - c. New State, local, Regional statutory changes significantly affect the applicability or appropriateness of existing Plan policies.
 - d. Change in community needs, desires and values.
- Policy 5.** Maintain interagency coordination agreements with jurisdictions and agencies that provide public facilities and services within the City.

- Policy 6.** Maintain that the Comprehensive Plan is consistent with State and Regional requirements.
- Policy 7.** Adopt and maintain the following inventories and analysis: Economic Opportunities Analysis (EOA), Buildable Lands Inventory (BLI), Natural Features Inventory (NFI), and Housing Needs Analysis (HNA).